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Sustainable development and international economic cooperation: population and development

Implementation of the Programme of Action of the International Conference on Population and Development

Report of the Secretary-General

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I. Introduction

1. The present report has been prepared in response to General Assembly resolution 51/176 of 16 December 1996, in which the Assembly requested the Secretary-General to report to it at its fifty-second session on the implementation of the resolution. The report examines the themes addressed in resolution 51/176. Section II focuses on the work of the Administrative Committee on Coordination Task Force on Basic Social Services for All. Section III highlights United Nations system follow-up in implementing the Programme of Action of the International Conference on Population and Development. Section IV provides a brief overview of progress made at the country level in implementing the Programme of Action. Section V focuses on some important recent developments in the area of South-South cooperation. Section VI examines the flow of resources for population assistance from primary sources to recipient countries. Section VII examines the outcomes of the work of the Commission on Population and Development. Finally, section VIII briefly reviews actions taken by the governing body of the United Nations Population Fund (UNFPA) to facilitate the implementation of the Programme of Action.

II. Administrative Committee on Coordination Task Force on Basic Social Services for All

2. In accordance with paragraph 11 of General Assembly resolution 51/176, the Administrative Committee on Coordination Task Force on Basic Social Services for All, chaired by UNFPA, reported on its work to the Commission on Population and Development at its thirtieth session, in February 1997.[1] The collaboration and cooperation among the member organizations of the Task Force has been noteworthy, and the Task Force is producing various outputs that will enhance the ability of the United Nations system to assist countries to increase their capacity to deliver basic social services effectively in the context of their poverty eradication efforts. These end products include a wall chart on basic social services; guidelines on key areas of the Programme of Action; a report on lessons learned/best practices in donor collaboration in assistance to the social sector; an information card on advocacy for basic social services; and a compendium of international commitments relevant to poverty and social integration. The end products are anchored in a human rights framework and can be used as advocacy tools for promoting the 20/20 concept. They can also serve as valuable inputs to the work of the regional commissions and in the common country assessment process. The Task Force is focusing on country-level follow-up, and at its most recent meeting, the Chairperson emphasized that special attention should be focused on developing partnerships with non-governmental organizations, the private sector and civil society in assisting countries in achieving the goals agreed to at the recent United Nations global conferences. The regional commissions have a key role to play in promoting the use of the Task Force end products. The Task Force's Working Group on International Migration will organize an international technical symposium on international migration in 1998.

The need for indicators

3. In paragraph 12 of its resolution 51/176, the General Assembly emphasized the importance of the ongoing efforts of the Task Force to develop, on an urgent basis, appropriate indicators as reliable means for monitoring the progress of the implementation of the Programme of Action. The Task Force has been actively focusing on the development and selection of indicators to assist countries in monitoring their progress in achieving the goals agreed to at the International Conference on Population and Development and other recent United Nations global conferences. In the first instance, the Task Force has developed and disseminated widely a wall chart on basic social services for all, which can also be accessed via the Internet at http://www.undp.org/popin/wdtrends/bss/bss.htm, and all member organizations of the Task Force have been asked to link their Web sites to the wall chart Web site. To show where countries are at the present time and where they should aim to be in the future in the light of the goals agreed upon at the International Conference on Population and Development and other United Nations conferences, the wall chart provides country data in six key areas: population; primary health care; nutrition; basic education; drinking water and sanitation; and shelter. The indicators pertaining to these areas will serve as a guide to assist countries in monitoring their progress in achieving the goals agreed to at the International Conference on Population and Development and other recent United Nations conferences. It should be noted that eight of the indicators on the wall chart are the same as eight of the 15 indicators in the Minimum National Social Data Set endorsed by the Statistical Commission at its twenty-ninth session, in February 1997. Additionally, six of the seven Conference goal indicators selected by UNFPA for its revised approach to resource allocation to countries are the same as those on the wall chart. These indicators are related

to access to reproductive health services; mortality reduction; and education, especially of women and girls.[2]

4. In April 1997, the World Health Organization (WHO), the lead agency of the Task Force's Working Group on Reproductive Health, organized a technical meeting on reproductive health indicators for global monitoring. The meeting, which brought together participants from developing countries and technical experts, as well as representatives of United Nations agencies, focused on reaching consensus on a short list of reproductive health indicators for national and global monitoring. These indicators meet certain essential criteria; they are considered to be ethical, useful, scientifically robust, representative and accessible. The short list of 15 indicators provides an overview of the reproductive health situation in different settings. It is not envisaged that these indicators can provide all the information needed for national or global monitoring or for the evaluation of programme impact. For the latter, WHO advises that countries focus on strengthening national capacities for data generation, analysis and interpretation. To support countries in these endeavours, WHO has developed a guideline targeted at district health planners and managers that describes a process for the identification and selection of reproductive health indicators that meet essential criteria.

5. During 1996, UNFPA developed a list of quantitative and qualitative indicators that address the principal dimensions of reproductive health. The list includes indicators that are primarily related to outcome (events) and process (delivery of services and management). The suggested list of indicators could be used for a variety of purposes, including monitoring the goals and targets set at the International Conference on Population and Development; assessing performance in delivery of reproductive health services; advocating for and developing policies in reproductive health; and programming and evaluating different components of reproductive health programmes. While the list of indicators is not intended to be exhaustive of all the possible data needs of policy makers and managers, those included have been selected so as to be manageable in most countries, though some indicators may require complex collection instruments and procedures. A subset of indicators can be determined at the country level according to priority needs. The set of indicators is presented in the document entitled "Indicators for assessing the performance of reproductive health programmes: a discussion paper".[3] Representatives from various bilateral agencies, United Nations agencies, non-governmental organizations and the UNFPA Country Support Teams have been involved in the process leading to the development of this set of indicators. In addition, UNFPA has also developed a framework of selected indicators to assess the impact of information-education-communication (IEC)/advocacy activities in support of population and reproductive health programmes; and indicators for population and development. These indicators, which will be published by UNFPA in one document, will assist countries in monitoring their progress in achieving the goals of the International Conference on Population and Development.

III. United Nations system follow-up

6. The organs and organizations of the United Nations system continued an array of activities to implement the Programme of Action of the International Conference on Population and Development. Through inter-agency task forces, theme groups and other mechanisms of the United Nations system, agencies and organizations focused on increasing their collaboration and cooperation. In keeping with the Programme of Action, all United Nations system organizations are also emphasizing partnerships with non-governmental organizations, the private sector and civil society. The present section highlights, selectively, owing to limitations of space, some of the activities being undertaken.

7. During 1996, the Economic Commission for Europe (ECE), with support from UNFPA, focused its work in the area of population on follow-up to the International Conference on Population and Development in the countries with economies in transition, including the provision of assistance for data collection and processing, analysis and research, and dissemination of policy-relevant information and knowledge in support of the implementation of the Programme of Action in the key areas of fertility and reproductive health, population ageing and international migration. ECE is also collaborating with Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat, the Statistical Office of the European Union (EUROSTAT), the Council of Europe and the Organisation for Economic Cooperation and Development (OECD) to streamline the collection and dissemination of population statistics in the region. Early in 1997, with financial assistance from and in collaboration with UNFPA, a project on the follow-up to the International Conference on Population and Development in transition countries was initiated, which, *inter alia*, will assist these countries in developing population information sites on the World Wide Web in the context of the United Nations Population Information Network (POPIN). The national

information systems will be part of a subregional information system for monitoring the implementation of the Programme of Action.

8. In its follow-up to the Programme of Action, the Economic and Social Commission for Asia and the Pacific (ESCAP) implements its mandate through advocacy, intercountry research, technical assistance and training to strengthen national capacity and information dissemination. In the area of reproductive health and family planning, the Population Division of ESCAP has initiated a regional project to strengthen monitoring and information systems to provide accurate and timely indicators and has been assisting Governments in developing and strengthening policies for involving the elderly in social and economic development. In 1996, the following volumes on ageing were published: *Population Ageing in Asia and the Pacific; Added Years of Life in Asia: Current Situation and Future Challenges;* and *Annotated Bibliography on Productive Ageing in Asia and the Pacific*. To improve the availability and quality of statistical data disaggregated by sex, and to promote the use of those data in the region, the Statistics Division of ESCAP is implementing two projects on gender statistics, under which regional publications, several statistical profiles on women and national statistical booklets on the situation of women and men have been published. ESCAP will continue to give priority to several specific gender issues in which direct measurement remains difficult or where the information collected is still not reliable, such as gender equity, violence against women and maternal mortality. In keeping with the Programme of Action's call for enhancing partnerships with non-governmental organizations, ESCAP, with support from the Government of the Netherlands, organized a Regional Seminar on Government-Non-Governmental Organization Cooperation for Strengthening Population Policies and Programmes, which was held at Bangkok in February 1997. ESCAP also serves as the secretariat for Asia-Pacific POPIN, a regional information network comprising information centres and libraries in 25 countries dedicated to the exchange of population, family planning and reproductive health data and information. Asia-Pacific POPIN makes its information services and products widely available through the Internet at http://www.un.org/depts/escap/pop/welcome.htm.

9. In April 1996, the Ad Hoc Committee on Population and Development of the Economic Commission for Latin America and the Caribbean (ECLAC) met in Costa Rica during the Commission's twenty-sixth session, to review achievements and examine obstacles encountered in implementing the Regional Plan of Action. The member countries have requested the secretariat to prepare a document on reproductive health and poverty for their deliberations at the twenty-seventh session, to be held in Aruba in 1998. In assisting countries, the Latin American Demographic Centre (CELADE) has offered several national and regional training activities, delivered information services in the field of population and provided technical assistance in a wide range of population-relevant fields, such as the integration of socio-demographic information into development policies and programmes, particularly in social sectors and at the decentralized level.

10. In early 1996, the Economic and Social Commission for Western Asia (ESCWA) started executing a UNFPA-supported project on population policies in the Arab countries of the ESCWA and North African regions, which, in the light of the Programme of Action, includes a series of training activities related to the formulation, implementation and monitoring of population policies for the technical staff of the national population committees. The project also provides for the establishment and maintenance of an ESCWA population policies integrated information system in the Arab countries, which will facilitate the monitoring of the implementation of the recommendations of the Arab Conference on Population and Development, held at Amman in 1993, as well as the Programme of Action of the International Conference on Population and Development. With UNFPA support, ESCWA will conduct two training workshops during 1997, on food and environment and on reproductive health, gender and human rights. An expert group meeting on population dynamics, urbanization and environment is scheduled to be held in late 1997, in conjunction with the Second Meeting of Heads of National Population Councils and Committees in the Arab World. ESCWA also participated in the preparatory meetings and in the organization of the Arab Regional Population Conference, held at Cairo in December 1996, in which one of the panel sessions was specifically devoted to follow-up of the Programme of Action of the International Conference on Population and Development.

11. The Economic Commission for Africa (ECA) is organizing the Second Meeting of the Follow-up Committee for the Implementation of the Dakar/Ngor Declaration and the Programme of Action of the International Conference on Population and Development and the Second General Assembly of the African Commission, from 12 to 19 June 1997. To report on national experiences of both development frameworks and to draw on lessons learned, a questionnaire was sent to all ECA member States and an analysis of the responses would be discussed at the June meetings.

12. The Office of the United Nations High Commissioner for Refugees (UNHCR) is comprehensively addressing the issue of the reproductive health of refugees, including through the appointment of a Senior Technical Adviser on Reproductive Health. Refugee camps are characterized by high birth rates. General and reproductive health education campaigns are run in all refugee settings and target both men and women. The incidence of sexual violence against refugees is one of the main areas of such programming. Three manuals for programming, namely, *Sexual Violence against Refugees: Guidelines for Prevention and Response*; an inter-agency manual on reproductive health for refugees; and *Guidelines for HIV Intervention in Emergency Settings*, have set the background for interventions to implement the Programme of Action. Under a Special Initiative for Women in Rwanda, a significant part of the programme seeks to address the reproductive health of these women, irrespective of ethnic origin. Furthermore, under the special General Initiative Fund for Refugee Women, project support is being provided for the training of 100 traditional birth attendants in seven districts of Afghanistan; for improving the reproductive health of refugee women in Malawi, which includes family planning advisory services, education on sexually transmitted diseases and HIV/AIDS prevention and the addressing of cultural constraints and male attitudes to reproductive health care; and for an educational video on female genital mutilation in Eritrea and related reproductive health care. In Pakistan, UNHCR, together with a non-governmental organization, the United States of America Save the Children Fund, is working with local doctors to develop and pilot test a rapid appraisal assessment of the reproductive health needs of Afghan refugee women. The method being developed is culturally sensitive and is designed to take into account the local customs of the beneficiaries.

13. As mandated by its Executive Board, the United Nations Children's Fund (UNICEF) follow-up to the International Conference on Population and Development is guided by the reaffirmed rights perspective, and includes programmes for girls' education, women's empowerment, primary health care and child survival, reproductive health, with a focus on maternal mortality reduction, and measuring progress in child and maternal mortality. Prevention of maternal mortality and morbidity is the primary focus of the UNICEF programmes relating to follow-up to the Conference. At the country level, safe motherhood programmes have been strengthened, under the technical guidance of WHO and in partnership with all donors and experts in that field. Guidelines on process indicators to measure progress on acceptability and use of obstetric services were finalized and are to be published jointly by WHO, UNICEF and UNFPA. UNICEF and UNFPA are both members of the Inter-Agency Group on Safe Motherhood. UNICEF is also engaged in integrated programmes in regions where maternal mortality rates decreased over the past years but where there is a high prevalence of other reproductive health problems such as sexually transmitted diseases, unwanted adolescent pregnancies, cervical cancers and gender violence. UNICEF supported seminars in several countries in order to build consensus on reproductive health profiles and to strengthen the process of integration of the various components. In emergency situations a coalition of United Nations agencies and non-governmental organizations works together to improve reproductive health programmes. The contribution of UNICEF includes the provision of delivery kits and the improvement of security conditions for girls and women in camps and other settlements. UNICEF has developed a systematic approach to eradicate the practice of female genital mutilation in 12 countries in Africa. Increased attention is given to violence against women and girls in all country programmes, and regional initiatives are focusing on assessing the magnitude of the problem, analysing contributive factors and designing strategies that involve adolescent boys and men. As a co-sponsor of the Joint United Nations Programme on HIV/AIDS (UNAIDS), UNICEF collaborates in specific interventions like school-based programmes, injection safety and health communications.

14. The United Nations Development Programme (UNDP) continued to make an important contribution to the overall coordination of follow-up efforts to the Conference in 1996 and 1997 at the country, regional and international levels, primarily through advocacy and support of poverty eradication and the mainstreaming of gender into development programmes and policies. In addition, UNDP had direct involvement in certain key themes of the Conference, as outlined below. High priority is given to identifying opportunities for integrating HIV/AIDS prevention activities in key programming areas, including governance, gender and poverty. Training workshops have been organized in country offices to strengthen programming skills of national focal points. UNDP has contributed actively to the work of numerous inter-agency planning and programming efforts, within the framework of UNAIDS, at country and regional levels, and participated in collaborative programme review, development and training activities with bilateral agencies and non-governmental organizations. UNDP supports initiatives in the education and health sectors, often in collaboration with UNFPA. UNDP priorities and activities for youth and adolescents primarily stress

youth education, training and employment issues. Within basic education, a large number of activities focus on or give special attention to female basic education, which was prioritized at the International Conference on Population and Development and defined as important to reproductive health. UNDP participates actively with WHO, UNICEF, UNFPA and the World Bank on the Safe Motherhood Initiative and is an active supporter of several non-governmental organizations and non-governmental organization networks that focus on or include education of females, population education and reproductive health in their activities.

15. WHO continues to implement the Programme of Action of the Conference through its various programmes at the global, regional and country level. This includes participation and technical input to various international meetings such as the Global Commission on Women, which met during 1996. The Office of the Executive Director for Family and Reproductive Health coordinates the normative and technical inputs that have immediate impact on reproductive health development. During the period under review, the programme of adolescent health had as one of it highlights of the implementation of the Programme of Action, the final drafting of the WHO/UNFPA/UNICEF statement on action for adolescent health. The document also contains a framework for country programming in adolescent health. A further contribution was a joint WHO/UNICEF publication on the status of adolescent health in developing countries. At the field level, three African countries were supported in strategy development for adolescent health services. Existing methodologies for adolescent reproductive health, for example, the grid approach and the narrative research method, continued to be applied.

16. In the area of women's health and development, specific contributions were made to address the issues of violence against women and the role of the health sector in prevention and management of its consequences, the identification and the integration of gender perspectives into health policy and programme formulation. A training course syllabus has been developed for health planners, managers and activists to address gender and reproductive health. Training materials have been tested and a first course will take place in South Africa during 1997. Another focus was developed on female genital mutilation. Tools were developed to assess the magnitude of the problem. Further activities concentrated on training materials, risk factor identification, and management of consequences of female genital mutilation, and indicator development to assess programme performance. The nutrition programme addressed the following issues: protection, promotion and international support of breastfeeding. The baby-friendly hospitals initiative saw an almost 50 per cent increase in certification, from 4,282 hospitals in 1995 to 8,000 in 1996. Infant-feeding practices have been the subject of consultation during 1996 and the programme is finalizing the preparation of guidelines on complementary feeding of infants and, in 1997, will publish *Guiding Principles for Feeding Infants and Young Children during Emergencies*.

17. The Special Programme on Research, Development and Research Training in Human Reproduction has developed and tested a new strategy to strengthen country capacity to broaden contraceptive choice. Furthermore, the Programme played a critical role in the identification of levonorgestrel as a novel method of emergency contraception, which is being implemented in model programmes in a number of countries. Ongoing activities include improving access to once-a-month injectable contraceptives and assessing the quality of contraceptives. In its activities on information and advocacy, the Division of Reproductive Health (Technical Support) provided, *inter alia*, support on database development on selected reproductive health indicators and violence against women. Furthermore, and in close collaboration with other WHO programmes and UNFPA and other United Nations system agencies, a core set of reproductive health indicators and methodologies for generating and analysing reproductive health information were developed. Inter-agency cooperation with United Nations system agencies has led to joint policy statements on female genital mutilation, revised estimates on maternal mortality, guidelines on indicators for measuring progress in reducing maternal mortality, an information package on the female condom, and a joint statement on HIV and infant feeding. A wide range of technical guidelines on family planning was issued during 1996. This includes a much demanded application defining medical eligibility criteria for contraceptive use. A videotape was produced for health-care providers to improve safe motherhood. WHO support to reproductive health development has been summed up in the publication, *Achieving Reproductive Health for All: The Role of WHO*.

18. UNFPA has continued to strengthen its administrative, technical and field structure to be better able to take a lead role in meeting the increased post-Conference demands for population and reproductive health programmes in the developing world. National execution of projects and decentralized approval authority to UNFPA field offices have become major features of national programmes. To assure adequate monitoring, auditing and oversight of a decentralizing structure, UNFPA is introducing modifications of the organizational structure at UNFPA

headquarters. UNFPA has also recently completed country profiles for all countries of the developing world. These profiles include descriptions of national status on key social, health and demographic indicators, preliminary estimates of resource requirements for the national population and development programmes and a summary of relevant national population policies. UNFPA is supporting HIV/AIDS prevention activities in 124 countries and, in providing support to national AIDS prevention and control programmes, has collaborated with 115 non-governmental organizations. UNFPA is a co-sponsor of UNAIDS and continues to work closely with it. UNFPA is addressing the issue of female genital mutilation and, in 1996, sponsored a technical consultation in Ethiopia, with representatives from 25 countries, to discuss, *inter alia*, the types of training, research and services needed to eradicate female genital mutilation. The Fund is focusing increasing attention on the key area of adolescent reproductive health, including through collaboration with non-governmental organizations, for example, the International Planned Parenthood Federation. Recently, in collaboration with another non-governmental organization, the Centre for Development and Population Activities, UNFPA organized the African Youth Forum on Adolescent Reproductive Health, which was held at Addis Ababa. UNFPA also sponsored an international youth essay contest on promoting responsible reproductive health behaviour. In November 1996, UNFPA signed an agreement with the International Federation of Red Cross and Red Crescent Societies and UNHCR to address the reproductive health needs of refugees in the Great Lakes region of Central Africa. This collaborative effort marks the first time that reproductive health-care services for refugees have been planned at the beginning of an emergency operation.

19. In paragraph 9 of its resolution 51/176, the General Assembly requested the Economic and Social Council to continue to give guidance on matters concerning harmonization, cooperation and coordination within the United Nations system regarding the implementation of the Programme of Action. In 1995, the Council had agreed to promote a coordinated follow-up to major international conferences in the economic, social and related fields. This effort entailed, *inter alia*, a strengthened role for the Council, streamlining the work and strengthening the role of functional commissions, and enhanced country-level and inter-agency coordination. As part of its strengthened role for coordinated follow-up, in 1996, the Council examined poverty eradication as a cross-cutting theme of international conferences. It made recommendations for improving the coordination of United Nations system activities at field and headquarters levels, as well as for harmonizing and integrating the work of functional commissions.[4] These have a bearing on the follow-up to the International Conference on Population and Development. In particular, the Council advised that the Commission on Population and Development address issues relating to poverty and population in the context of the outcome of the Conference. This focus should be borne in mind when, in 1999, the Commission examines the broad theme of "Population growth, structure and distribution, with special emphasis on sustained economic growth and sustainable development". It should also be noted that, at its recent session, the Commission on Sustainable Development addressed provisions of the Programme of Action in this area.[5] Also, the Council indicated how its functional commissions should share the work on the issue of basic social services for all.[6] The Council, *inter alia*, considered that the Commission on Population and Development would not need to conduct a separate discussion of education but should continue to examine education and awareness programmes targeted at population objectives[7]. In its resolution 1996/36 of 26 July 1996, the Council also decided to continue to ensure, on a regular basis, the harmonization and coordination of the multi-year work programmes of relevant functional commissions. Indeed, the Programme of Action of the International Conference on Population and Development touches upon a number of other cross-cutting themes of major international conferences, such as issues of social integration (youth, family, disabled persons, refugees and migrants). The Council's guidance may be required for ensuring a better sharing of tasks among functional commissions in these areas.

20. In accordance with paragraph 15 of General Assembly resolution 51/176, UNFPA has endeavoured to ensure that the special session of the General Assembly would give due attention to the issue of population in the context of sustainable development. UNFPA would participate in the events planned for the occasion and has organized a panel discussion on the topic "Population, environment and gender". The main objectives are twofold: first, to create a wider understanding and awareness of the critical synergies between women, population pressures, poverty, environmental degradation and sustainable development, and secondly, to discuss practical ways for forging partnerships at the national, regional and international levels for the implementation of effective policies and programmes that can address these issues in a holistic manner. The panel would have representatives from the major groups of Member States. The intention was that the UNFPA-sponsored panel would focus both on key concepts and on

practical measures. In keeping with the statement made on behalf of the Secretary-General at the opening session of the Commission on Sustainable Development stressing stronger commitment to the empowerment of women as a fundamental prerequisite for containing poverty and achieving sustainable development, the UNFPA panel would concentrate on measures to increase the rights, health and welfare of women. Given women's pivotal role in natural resource management, income-generation, childbearing and childcare, such measures should result in benefits to sustainable development. The panel would also aim at addressing some of the key questions and concerns that the Commission on Sustainable Development has raised during its meetings, including the overarching need to improve women's conditions as a precondition for combating poverty.

IV. Progress at the country level

21. In its resolution 51/176, the General Assembly reiterated that Governments should continue to commit themselves at the highest political level to achieving the goals and objectives of the Programme of Action of the International Conference on Population and Development and to take a lead in coordinating the implementation, monitoring and evaluation of follow-up actions at the national level. The present section provides a brief overview of national progress in the implementation of the Programme of Action. A number of inquiries have been conducted to ascertain the level of progress in the implementation, including the recent one undertaken by UNFPA in preparing the report of the Secretary-General on the monitoring of population programmes,[8] which was submitted to the Commission on Population and Development at its thirtieth session.

22. In response to the Programme of Action, many countries are updating their population and development policies in line with the goals of the Conference; strengthening and reorganizing health services to reduce maternal mortality and to integrate family planning with other reproductive health concerns; instituting legal and constitutional reforms to protect women's rights and promote gender equality; and formulating legislation and measures that address migration concerns of sending and receiving countries. A number of Governments that had no formal population policy have since formulated, or are in the process of formulating, comprehensive policies that reflect the agreements reached at Cairo.

23. Reproductive health and family planning issues have received considerable attention since the International Conference on Population and Development. Even countries that had formerly considered such issues too sensitive to discuss publicly are now including reproductive health and family planning concerns as part of the political and development discourse. The Programme of Action has been quoted in a recent election campaign, which included, for the first time, a population policy in the platforms of the two major political parties. Workshops and seminars for planners and health workers have been organized in many countries to address the reproductive health approach and to discuss its implementation. A number of countries have strengthened and reoriented their policies and programmes in health care and family planning and in so doing have set up special task forces, separate departments or national commissions on reproductive health.

24. Many Governments have begun to broaden family planning services to include other reproductive health components in their programmes. Many of them are moving away from narrowly defined demographic targets and focusing on meeting individual needs for reproductive health information and services. This process has increased public awareness of the unmet needs of women, especially those who find themselves in the poorest areas of the country and in the most marginalized groups. Efforts to integrate family planning with other reproductive health services, including sexually transmitted diseases and HIV/AIDS control, early detection of cancers of the reproductive organs, and counselling on sexuality, have been initiated in an effort to avoid duplication of services, expand accessibility to services, and increase cost-effectiveness. Gender concerns are increasingly being taken into account in programme design and implementation, although the level of activity varies from country to country. There is increased attention to the right to reproductive and sexual health, gender equality and freedom from violence.

25. The quality of care in reproductive health and family planning programmes is also increasingly being addressed, and there is evidence of efforts to improve both the quality of care provided to clients and health-care facilities themselves. Among the activities undertaken are developing human resources, improving infrastructure, developing medical protocols for reproductive health/family planning services, and increasing the availability of reproductive health services. Improving the quality of family planning services is a major goal in most countries. A number of countries, especially those with economies in transition, have made the expansion of family planning services a special priority. Many countries have undertaken such

activities as establishing new training centres for rural midwives, training health-care providers in interpersonal communications and counselling, and expanding their network of volunteers to provide reproductive health and family planning services. Others have strengthened their activities by expanding services and broadening the choice of contraceptive methods available to clients.

26. Issues that had not always been adequately addressed prior to the International Conference on Population and Development, such as adolescent reproductive health and the role of men in family planning, are receiving increased attention as a direct result of the Conference. Many countries are promoting education about reproductive health and family planning, using the mass media to encourage healthy and responsible sexual behaviour, and providing counselling and services in an effort to reduce teenage pregnancies and sexually transmitted diseases, including HIV/AIDS, among adolescents. Seminars have been organized for both men and women on the joint responsibility in the area of family planning, parenting and family life. Some countries are conducting studies to assess men's reproductive health needs, their role in sexual, marital, parenting and family decision-making, and cultural constraints to their participation in reproductive health programmes.

27. There are also encouraging signs of commitment and dedication to the implementation and strengthening of programmes and activities in the area of international migration.[9] Governments are willing to exchange information, participate in negotiations and enter into bilateral and multilateral agreements with neighbouring countries on issues of special concern. They are also willing to participate at the international and regional levels in discussions of such major problems as undocumented migration, asylum abuse, integration of documented migrants, protection of migrants against discrimination and trafficking in migrants. Several countries formulated migration policies, passed migration legislation or modified existing policies and laws governing migration since the International Conference on Population and Development. Several others are currently in the process of reviewing immigration legislation. Governments have also addressed the plight of refugees, initiating or strengthening a number of resettlement and rehabilitation programmes for refugees and returnees since the Conference. A number of countries that sought to reduce the number of undocumented migrants within their territory addressed their concerns by holding negotiations with other Governments. Others adopted specific measures to alleviate the problem, including formulating new policies such as enforcing border patrols and increasing penalties for undocumented migrant workers and employers who hired them. A number of countries reported discussing or signing readmission agreements to protect the basic human rights of undocumented migrants and persons whose asylum claims have been rejected. Several countries reported activities to prevent trafficking in migrants.

28. While there are encouraging signs of commitment to the implementation of the Programme of Action, in many countries a shortage of funds and trained personnel has impeded efforts to achieve the goals and objectives agreed to at Cairo. To overcome these obstacles, countries require assistance from the international community in the form of both human and financial resources. Governments, locally elected bodies, communities, the private sector and non-governmental organizations should work to increase public awareness of population and development issues. It is important to sustain political commitment at all levels of society for the successful implementation of policies and programmes that address the Conference's concerns. At the same time, international cooperation and collaboration are vital to the achievement of the goals and objectives of the Programme of Action of the Conference.

V. South-South cooperation

29. In paragraphs 6 and 7 of resolution 51/176, the General Assembly reiterated the importance of South-South cooperation and invited all Governments, relevant organizations of the United Nations system, as well as the private sector and non-governmental organizations, to continue to support South-South cooperation activities being undertaken by the developing countries. The intergovernmental initiative Partners in Population and Development, launched at the International Conference on Population and Development by 10 developing countries (Bangladesh, Colombia, Egypt, Indonesia, Kenya, Mexico, Morocco, Thailand, Tunisia and Zimbabwe), commenced field activities in 1996. The Partners' work plan includes strengthening the capacity of developing countries for South-South cooperation, the promotion of "twinning" modalities and the development of regional training institutions. In March 1997, the Partners' Executive Committee met in Bangkok, to discuss, *inter alia*, a strategic framework and a communication strategy. In September 1996, the Partners' secretariat began operations in Dhaka and serves as a central point for networking among the Partners and for identifying opportunities for South-South exchanges and funding sources. For example, the secretariat has promoted the formulation of South-South initiatives in East Africa,

Mexico, Colombia and Indonesia and sought support for those initiatives from the European Union and the Governments of the United Kingdom of Great Britain and Northern Ireland and the Netherlands.

30. UNFPA has further developed its policy and activities regarding South-South cooperation in the areas of population and reproductive health, including sexual health, *inter alia*, through two intercountry initiatives: the Centres of Excellence and Partners in Population and Development. Additionally, in September 1996, an advisory group was established at UNFPA headquarters to support South-South cooperation at the policy, programme and operational levels. In order to consolidate the strategy, policies and procedures under the Conference perspective, UNFPA will shortly circulate a new guidance note for South-South cooperation. During the past year, UNFPA funded projects in each of the Centres of Excellence and provided support for courses and study tours on such topics as adolescents and mass media in Mexico, community participation and programme management in Indonesia, population and development policies in Thailand, and gender perspectives and programme management in Tunisia. In April 1997, representatives of the four Centres met at UNFPA headquarters to discuss and share experiences of their reproductive health training programmes and agreed, *inter alia*, that the Centres would use selected common materials on reproductive health that reflect the Conference approach, improve the participant selection process and employ a common evaluation strategy. They also discussed the institutional and financial sustainability of the Centres. Through its country programmes, UNFPA is encouraging countries to make use of South-South activities both as recipients and/or providers and to draw on the technical resources of public institutions, non-governmental organizations, private organizations and individuals from developing countries. UNFPA representatives are required to specifically consider this modality during programme review exercises, as well as in the formulation of country programmes and projects. As a result, UNFPA is supporting South-South exchange activities under several country programmes, including those in the Dominican Republic, Honduras, Indonesia, Kenya, Malawi, Thailand, Tunisia, Uganda and the United Republic of Tanzania.

VI. Financial resources flows

31. In paragraph 4 of resolution 51/176, the General Assembly urged all countries to consider, among other things, their current spending priorities, with a view to making additional contributions in line with national priorities for the implementation of the Programme of Action, taking into account the provisions of chapters XIII and XIV thereof and the economic constraints faced by developing countries, in particular the least developed among them. In paragraph 5, the Assembly emphasized that international cooperation in the field of population and development was essential for the implementation of the recommendations adopted at the Conference and, in that context, called upon the international community to continue to provide, both bilaterally and multilaterally, adequate and substantial support and assistance for population and development activities, including through UNFPA, other organs and organizations of the United Nations system and the specialized agencies that would be involved in the implementation of the Programme of Action. In paragraph 8, the Assembly emphasized the importance of the identification and allocation of financial resources by all members of the international community, including regional financial institutions, to enable them to fulfil their commitments with regard to the implementation of the Programme of Action.

32. The International Conference on Population and Development was the first United Nations conference to spell out a schedule of resource mobilization to achieve a specific set of development objectives. The estimated cost of these measures is $17 billion a year by 2000, increasing to $21.7 billion in 2015 (in constant 1994 dollars). The Programme of Action recommended that, globally, approximately two thirds of the needed resources in developing countries would have to come from domestic sources in the future. Therefore, one third of the projected resource requirements would have to come from external sources: $5.7 billion in the year 2000, increasing to $7.2 billion by 2015. The Programme of Action explicitly acknowledged that the two-thirds/one-third formula would apply globally, not to each country individually. In situations where the constraints on domestic resources are most severe owing to weak economic performance, inadequate infrastructure and the shortage of trained personnel, it is expected that most of the needed resources will be supplied through external population assistance. On the other hand, a substantial proportion of the resources for many national programmes in other developing regions is expected to be mobilized from within the countries themselves.

33. Grants from donor countries make up the largest part of total international population assistance. In 1990, $669 million of such aid was given for population, increasing to about $977 million in 1994. The 1994 total represented a substantial increase of about 26 per cent over the 1993

figure, reflecting the importance that the international community has given to the challenges set out by the Conference. The 1995 overall flow of financial assistance from donor countries has increased over the 1994 total by more than 20 per cent and has reached more than $1.3 billion. Private sources of population assistance, such as benevolent foundations and some international non-governmental organizations, have steadily increased in the 1990s as important providers of international population assistance. In 1990 such institutions provided $48 million, about 5 per cent of total assistance. By 1994, the amount contributed by private sources had increased considerably to $117 million (10 per cent of the total). Preliminary estimations for 1995, however, indicate that private international flows did not increase over the 1994 amount, and may have even decreased marginally.

34. Over the period 1990-1995, the annual income of UNFPA increased from $212 million to $313 million but decreased in 1996 to $308.8 million. This was chiefly attributable to a decreased contribution from one major donor country and to lower rates of exchange as compared to the previous year. In 1990, the United Nations system – excluding UNFPA – provided $86 million, or 9 per cent of the total amount of assistance for population. In 1994, multilateral funds from the United Nations system, excluding UNFPA, amounted to $107 million, contributing less than 7 per cent of total external population resources.[10] Apart from UNFPA, the organs and organizations reporting support for population activities include the International Labour Organization, the Department for Economic and Social Information and Policy Analysis of the United Nations Secretariat, UNICEF and WHO, as well as the regional commissions, in particular ECLAC (CELADE). The World Bank is another major multilateral source of population assistance through its loan agreements with developing countries. World Bank loans have increased dramatically since 1990 when they amounted to $169 million, or 17 per cent of total population assistance. The World Bank made available $448 million for population and reproductive health assistance in 1995 and $599 million in 1996.

35. Looking to the future, the mobilization of resources to implement the Programme of Action should be more fully monitored than at present. UNFPA currently monitors, on an annual basis, the amount of international assistance for programmes dealing with population and development, and publishes the *Global Population Assistance Report*. UNFPA also collects each year descriptive information on population projects throughout the developing world, compiling them in the comprehensive report *Inventory of Population Projects in Developing Countries around the World*. The data-collection efforts to track global resource flows for population is being developed further through a collaborative project between UNFPA and the Netherlands Interdisciplinary Institute under an initial two-year contract. The project's objectives are to systematically collect and record data on the flows of financial resources for population and development programmes, both internationally and domestically, in order to create and maintain a dynamic database, and to perform basic analyses of the data and disseminate such findings.

36. The rising trend in resource flows documented for the period 1994-1995 is encouraging. A great deal has been accomplished with relatively modest investments and must count as one of the real successes in global development efforts. But the successful implementation of the Programme of Action is still dependent upon higher levels of resource mobilization as well as increasing efficiency in resource utilization. Additional resources are urgently required to better identify and satisfy unmet needs in areas related to population and development. Sub-Saharan Africa and parts of Asia, and least developed countries everywhere, will need a much larger share of resources from the international community, but all countries should redouble efforts to increase their own resources for population and reproductive health. Although several donor countries have shown early and laudable commitments through announcements of increased funds for population activities, overall official development assistance has declined in recent years. Most donors still need to review their development assistance policies and increase resources for global population activities accordingly.

37. Reducing the level of resource mobilization below that envisaged by the Programme of Action would have dramatic consequences, even by the year 2000. A recent conference room paper, entitled "*Meeting the goals of the ICPD: consequences of resource shortfalls up to the year 2000*",[11] submitted to the Executive Board of UNDP/UNFPA at its annual session in May 1997, highlighted in quantitative terms some of the serious consequences by the year 2000 if the Conference programme were to be under-funded. Depending on the resource assumptions (the paper presented three scenarios), in the year 2000, 96-175 million fewer couples would use modern family planning services and, of these, 43-78 million couples would not be using any contraceptive method at all; from 1995 to 2000, 43-88 million abortions would be added to the projected 225 million already expected; between 1995 and 2000, a total of 57-104 million extra unintended births would occur; an additional 65,000 to 117,000 women would die from

maternal mortality causes; the number of additional infants and young children that would die during the period 1995-2000 would be between 5.2 and 9.3 million. These preliminary estimates will be refined in a definitive version of this analysis to be submitted as a formal report to the Executive Board at its September 1997 session.

38. To realize the concrete and achievable goals set out by the International Conference on Population and Development, the mobilization of resources, both domestic and external, must be placed high on the global development agenda and the implications of increasing financial resources to the level of $17 billion by the year 2000, as called for in the Programme of Action, must be faced squarely. At the Conference, it was agreed that donor assistance needed to reach $5.7 billion by the year 2000, whereas in 1995 this totalled only $2 billion. All countries should take into account the resources for population that will be required over the next 20 years and devise policies and strategies for resource mobilization that will allow the Conference programme to succeed.

VII. Commission on Population and Development

39. In paragraph 10 of resolution 51/176, the General Assembly reiterated that the Commission on Population and Development has the primary responsibility for monitoring, reviewing and assessing the implementation of the Programme of Action. The Commission operates under a topic-oriented, multi-year work programme as established by the Economic and Social Council in its resolution 1995/55 of 28 July 1995. In addition, in 1999, the Commission will consider the quinquennial review and appraisal of the implementation of the Programme of Action of the International Conference on Population and Development. The substantive servicing of the Commission lies with the Population Division of the United Nations Secretariat. The Population Division maintains close collaboration and cooperation with other relevant United Nations bodies.

40. The thirtieth session of the Commission on Population and Development was held at United Nations Headquarters from 24 to 28 February 1997. Its central theme was chapter X of the Programme of Action, covering international migration, in particular, international migration and development, documented migrants, undocumented migrants and refugees, asylum-seekers and displaced persons. The major substantive report before the Commission was the report of the Secretary-General on world population monitoring,[8] the preparation of which was coordinated by the Population Division. The report provided a comprehensive and up-to-date description and analysis of international migration issues with respect to the numbers and characteristics of migrants, national policies and their evolution over time and the relationship between international migration and development. In its review of the report, the Commission stressed the need for more reliable data on migration, particularly on the direction of migrant flows and the characteristics of migrants. Other reports before the Commission covered the monitoring of population programmes, the activities of the Administrative Committee on Coordination Task Force on Basic Social Services for All, activities of intergovernmental and non-governmental organizations, and flows of financial resources, as well as a report responding to agreed conclusions 1996/1, adopted by the Economic and Social Council, on coordinating activities for poverty eradication, and reports on the progress of work and proposed future programme of work of the Population Division. In addition, revised recommendations on international migration statistics adopted by the Statistical Commission at its 1997 session, were presented to the Commission on Population and Development.

41. The Commission considered follow-up actions to the recommendations of the International Conference on Population and Development. Recognizing the need for further analysis of international migration trends and the linkages among the social, economic, political and cultural factors related to international migration and development, the Commission adopted resolution 1997/1, in which it noted with interest that the Administrative Committee on Coordination Task Force on Basic Social Services for All would be holding a technical symposium on international migration in 1998 and requested the Chairperson of the Task Force to make every effort to raise the necessary extrabudgetary resources to prepare and hold the symposium. The Commission further recalled General Assembly resolution 50/123 of 20 December 1995, in which the Assembly decided to include international migration and development, including the convening of a United Nations conference on international migration and development, in the provisional agenda of its fifty-second session.

42. In the light of General Assembly resolutions 50/206 of 23 December 1995 and 51/211 of 18 December 1996, the Commission considered its reporting requirements. In resolution 1997/2, the Commission decided to streamline reporting and requested the Secretariat to report to it at its thirty-first session on a new document structure and periodicity and revised reporting methodologies for ensuring coverage of currently required reporting. The Commission,

inter alia, also decided that activities of intergovernmental and non-governmental organizations should be integrated into other Commission documents. The Commission reviewed the work programme of the Population Division of the United Nations Secretariat and adopted resolution 1997/3 on the work programme in the field of population. Noting the ongoing reform of the United Nations system and the restructuring and revitalization of the intergovernmental process, the resolution, among other things, stressed the importance of continuing the basic work of the Population Division, emphasized the importance of the Population Division's role as secretariat to the Commission on Population and Development and requested the Population Division to continue to give such servicing high priority in undertaking its activities. The resolution also emphasized the importance of preparations being made by the Population Division for the review and appraisal of the implementation of the Programme of Action, and underlined the need to further enhance the efficiency, effectiveness and capacity of the Division in order to successfully implement the above-mentioned preparations.

43. In preparation for the thirty-first session of the Commission, the Population Division is currently preparing the monitoring report on the state of knowledge in the area of health and mortality, with special emphasis on the linkages between health and development, and on gender and age. The report will focus on substantive issues presented in chapter VIII of the Programme of Action (health, morbidity and mortality). UNFPA is preparing the following reports on the theme of the thirty-first session: report of the Secretary-General on the monitoring of population programmes; report of the Administrative Committee on Coordination Task Force on Basic Social Services for All; and report of the Secretary-General on the flow of financial resources. Other documents are also being prepared.

VIII. Implementation by the governing body of the United Nations Population Fund

44. At the annual session of the Executive Board of UNDP/UNFPA, in May 1997, the Executive Director of the United Nations Population Fund, which is designated as the lead agency for follow-up to the International Conference on Population and Development, proposed, in consultation with the Department for Policy Coordination and Sustainable Development of the United Nations Secretariat, that a comprehensive review of the implementation of the Programme of Action be undertaken in the context of the fifth anniversary of the Conference, in 1999, and that the General Assembly, at its fifty-second session, be requested to define and establish this review process. As part of the broader review process, the Executive Director proposed that UNFPA undertake an exercise within its own mandate for compiling and analysing the operational experience in implementing the Programme of Action. In response, the Executive Board adopted decision 97/14, in which it requested the Executive Director to undertake preparatory activities for the review and appraisal within the mandate of the Fund. At the same time, it invited the President of the Executive Board to submit to the General Assembly at its fifty-second session, through the Economic and Social Council at its substantive session of 1997, the proposal for an overall review and appraisal of the implementation of the Programme of Action of the International Conference on Population and Development for the consideration of the General Assembly and subsequent decision on the process and modalities.

45. The Executive Board also discussed a conference room paper entitled "Meeting the goals of the International Conference on Population and Development: consequences of resource shortfalls up to the year 2000",[11] which underscores in quantitative terms some compelling consequences by the year 2000 if the Conference programme were to be under-funded. Noting the preliminary nature of the paper's analysis, as well as the seriousness of the negative consequences outlined in the paper, the Executive Board decided to continue its discussion on the matter of resource requirements for implementing the Programme of Action. It requested UNFPA to develop the paper further for formal submission at its September 1997 session, taking into account comments and observations made by Board members.

46. The Executive Board has been instrumental in the past two years in guiding the evolution of the UNFPA programme in the post-Conference era. In June 1995, the Board supported the broad outline of the Fund's future programme of assistance and endorsed the core programme areas of UNFPA (decision 95/15). The following year, in March, the Board endorsed the Fund's new programme resource allocation approach and approved the relative shares of resources to the different categories of countries (decision 96/15). Together, these two decisions provided the Fund with the framework it needed to combine substantive programming with resource allocation priorities in line with the principles and directions set forth by the Programme of Action. During 1996-1997, UNFPA formulated 47 country programmes based on these new programming and resource allocation priorities. These country programmes are designed

to assist countries in implementing the Programme of Action, particularly in the areas of reproductive health, including family planning and sexual health; population and development strategies; and advocacy.

Notes

[1] E/CN.9/1997/4.

[2] See also report of the Executive Director on a revised approach for the allocation of UNFPA resources to country programmes (DP/FPA/1996/15).

[3] UNFPA, April 1997.

[4] See *Report of the Economic and Social Council for the Year 1996* (A/51/3 (Part I)), chap. III, agreed conclusions 1996/1; to be issued as *Official Records of the General Assembly, Fifty-first Session, Supplement No. 3* (A/51/3/Rev.1).

[5] The report of the Secretary-General (E/CN.17/1997/2/Add.4) addressed both chapter 5 of Agenda 21, on demographic dynamics and sustainability, and chapter III of the Programme of Action of the International Conference on Population and Development, on interrelationships between population, sustained economic growth and sustainable development.

[6] Agreed conclusions 1996/1, paras. 53-55.

[7] Ibid., para. 53.

[8] E/CN.9/1997/3 and Corr.1.

[9] See also E/CN.9/1997/3 and Corr.1.

[10] The total of $107 million includes $72 million reported by UNICEF. Because its operational activities are highly decentralized, UNICEF reported that it was not possible to extract the information required from its database. The Fund's broader definition of population assistance includes support for basic education and literacy, especially for women, as well as enhancing the status of women. In the *Global Population Assistance Report 1993*, $6.3 million of the Fund's reported total of $63 million was included as population assistance according to pre-Conference categories of assistance.

[11] DP/FPA/1997/CRP.1.